

Robust. Resilient. Sustainable.

Integrated Security for Germany

National Security Strategy

The Federal Government

Robust. Resilient. Sustainable.

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National Security Strategy



Dear readers,

Providing security for its citizens is the most important job of every state, of every society. Without security there can be no freedom, no stability, no prosperity.

Germany is doing this. We are a country with a solid democracy, a vibrant civil society and a vigorous economy. We have friends, partners and allies in the world, who share our values and interests. This is what makes us strong.

We need them. After all, Russia's brutal war of aggression against Ukraine fundamentally challenges the European security order. In parallel, the global order is changing: new centres of power are emerging, the world in the 21st century is multipolar. Human-induced climate change poses a threat to our livelihoods and also impacts the stability of entire countries and regions.

We are adapting to such strategic shifts. With the watershed moment that Russia's war of aggression signifies, we have decided to finally equip our Bundeswehr appropriately. So that it can perform its core task also in the future: to defend our country and our allies against each and every possible attack. In just a few months, we have liberated ourselves from dependence on Russian energy and created alternatives. This path towards more security and less dependence is one we are resolutely following.

We are basing this on a broad concept of security. We need a secure supply of energy and raw materials for our country. That is why we are investing in new partnerships with the up and coming countries in Asia, Africa and America and are widening our trade relations. Similarly, we are ensuring that our society is prepared and resilient, for example in the face of disasters and cyberattacks but also targeted disinformation campaigns.

Our compass here is this National Security Strategy, the first in the history of our country. Its goal is clear: to maintain security for our citizens and make our contribution to Europe's security.

Our roots in Europe, our firm anchoring in the transatlantic alliance, the strength of our economy but above all the cohesion of our society provide a firm foundation enabling us to achieve this goal together.

Olaf Scholz,
Chancellor of the Federal Republic of Germany



Dear readers,

Our peace is fragile. Our freedom is precious. For too long we in Germany considered our security in Europe to be something we could take for granted. However, our peaceful order is not set in stone, as has been plain at the latest since Russia's war of aggression against Ukraine. The climate crisis also threatens the security of the people in our country bringing floods and heatwaves. The COVID 19 pandemic, cyberattacks, disinformation campaigns – all these threats show how vulnerable we are. Making us more robust in all areas of life is the aim of this our first National Security Strategy. After all, in the 21st century, security also means making sure our heating works in winter. Security means being able to find medication for our children in our pharmacies. Having smartphones that work because supplies of the necessary microchips are reliable. Getting to work safely because our trains are not paralysed by cyberattacks.

Precisely because the new threats are complex and affect all areas of state, society and the economy, we are applying our policy of Integrated Security to all these spheres. Integrated Security means consistently taking account of security issues: not just when it comes to decisions on equipping the Bundeswehr, but also to the question as to the reliability of our supply chains or the freedom of our media landscape.

During conversations in recent months, many citizens have told me how very aware they are now that we need to pay more attention to our security. To my mind, we as a society with 84 million people can turn to this task with confidence: because we have the good fortune to live in a free, open minded and prosperous country. In a strong country at the heart of Europe surrounded by partners who stand by one another.

What we are talking about are the three dimensions of security. Firstly, protection from war and violence, the inviolability of our lives. Our country must be *wehrhaft* (robust) to protect itself and its allies from external violence. That is why we are investing in our Bundeswehr. That is why we are consolidating the European pillar of NATO and the eastern flank of our Alliance. We are strengthening the European Union. After all it is our life insurance, our insurance policy for peace. What is clear is that with its economic strength, its diplomatic clout and its history, Germany has a special responsibility – in future, we will contribute more to security on the European continent.

However, security does not just mean the absence of war. Security also means having the freedom to be able to shape our lives, our democracy, our economy the way we want. Without political constraint, without economic dependencies. Protecting this freedom is the second dimension of our security.

To strengthen this freedom, we as a society have to become more resilient – more resilient to attacks on our freedom from the outside and to vulnerabilities on the inside. That is why we are ending our dependency on energy from Russia. We paid for every cubic metre of Russian gas twofold and threefold with our national security. In future, we will focus more on security when it comes to decisions on economic policy. This holds true for the question as to where we buy medication, raw materials and energy. But also when it comes to deciding what actors are allowed to invest in our critical infrastructure. We are diversifying our economy to make it more stable.

Also at international level, we are committed to an order governed by rules and the law not power and despotism. This is anything but easy in a world marked by rising systemic rivalry. We will have to stand up even more for our fundamental values – for the principles of the United Nations Charter, of human rights and international law. We are committed to partnerships that benefit both sides, are sustainable and do not create one sided dependencies. We will thus increasingly dovetail our instruments – from crisis prevention and stabilisation measures to sustainable development cooperation.

None of the changes of our age is as profound as the climate crisis. Today, more people are fleeing the impact of the climate crisis than armed conflict. Security in the 21st century thus also means protecting the natural resources on which all life depends – this is the third dimension of security. As a major industrialised country, Germany has a special responsibility to reduce its emissions. But also to identify new technological solutions and to strengthen partnerships with countries suffering greatly from ever more dramatic storms, droughts and heatwaves. Investing in our climate helps people all over the world to forge a path to prosperity and development and promotes our security.

As we have seen in other crises, it is women, children and marginalised groups who suffer the most from climate-related damage. In the wake of natural disasters, children have to drop out of school to work; violence against women increases. Women's rights and the rights of vulnerable groups are a barometer for the state of our societies and thus for our security. Integrated Security means focusing on people's individual security needs.

This is the first time we are formulating our policy so comprehensively in a National Security Strategy. This Strategy is not the end of the road but a start. The Strategy will be as strong as the people who implement it: our security matters to us all. We have the opportunity to work together to protect what we cherish and value: security for the freedom of our lives. *Wehrhaft* (robust), resilient and sustainable.

For us and our children's future.

Annalena Baerbock,
Federal Minister for Foreign Affairs of the Federal Republic of Germany









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Executive Summary



“To promote world peace in a united Europe”

– on the basis of this mission enshrined in the *Grundgesetz* (Basic Law), we want to shape a free international order that respects and upholds international law, the Charter of the United Nations, the sovereign equality of states, the prohibition on the threat or use of force, the right of all peoples to self-determination, and universal human rights.

In this National Security Strategy, the Federal Government describes what this means for us now and what conclusions we draw from that in order to ensure the security of our country and its people in the future. The Federal Government firmly believes that this aim can be achieved through a policy of Integrated Security. By this we mean the collaborative interaction of all relevant actors, resources and instruments that, in combination, can comprehensively guarantee the security of our country and strengthen it against external threats.

The overarching guiding principle for the Federal Government’s actions is to protect our country, its free democratic order and our values. Our foreign and security policy is committed to a free international order based on international law and the Charter of the United Nations. We and our neighbouring country France enjoy a close friendship, in which we have overcome historical perceptions of enmity and to which we owe major steps in European integration, a process we view as indispensable. At the same time, we are firmly rooted in the transatlantic alliance, which expresses our close ties and partnership with the United States.

What shapes us

Germany in the world

As the most populous country and the largest economy in the heart of Europe, Germany bears special responsibility for peace, security, prosperity and stability, as well as for the sustainable use of our natural resources. We also assume this responsibility in awareness of our history. That is why we are grateful for the reconciliation with our European neighbours and why we will continue to take on responsibility for Israel’s right to exist.

Where we stand

Germany and Europe in a changed security environment

Germany’s security environment is undergoing profound change and we are living through a watershed era, a *Zeitenwende*.

Russia’s war of aggression against Ukraine is a violation of international law and of the European security order. Today’s Russia is for now the most



significant threat to peace and security in the Euro-Atlantic area.

We are living in an age of increasing multipolarity. Some countries are attempting to reshape the current international order, driven by their perception of systemic rivalry.

In this international context, China is a partner, competitor and systemic rival. We see that the elements of rivalry and competition have increased in recent years, but at the same time China remains a partner without whom many of the most pressing global challenges cannot be resolved.

Wars, crises and conflicts in Europe's neighbourhood are having an adverse effect on Germany's and Europe's security. Fragile states are becoming a cradle and safe haven for terrorism, while internal conflicts are spilling over into other states.

In addition to this, our society and economy face complex threats: terrorism, extremism, organised crime, and illegal financial flows are on the rise, as are cyberattacks, which cause significant damage and pose risks to security and stability. Our critical infrastructure is being increasingly targeted by significant threats and disruptions. A secure supply of energy sources and raw

materials is at risk. International economic and financial relations also have a security dimension. One-sided dependencies in these fields can develop into security risks.

The climate crisis is threatening our livelihoods and the very foundations of our economies. It already has security implications today. We can no longer entirely prevent the effects of this crisis, merely curb them. Poverty, hunger, diseases and the destruction of natural habitats pose a threat to millions of people around the world.

What we are doing
Integrated Security

Germany is a solid democracy with a vigorous economy and strong partners in Europe and around the world. We are therefore tackling the challenges of our age with confidence and optimism. In a changed world, we are redoubling our efforts with a view to keeping our country secure and free. Through a policy of Integrated Security, we will make sure that Germany is wehrhaft (robust) and resilient, and that it acts sustainably.

Wehrhaft (robust)
Defending peace and freedom

The paramount task of German security policy is to ensure that we can continue to live in our country in peace, freedom and security. Germany's security is indivisible from that of our European partners and allies. Our commitment to NATO and the EU is unshakeable. We stand resolutely by the mutual defence pledge under Article 5 of the North Atlantic Treaty. We are strengthening the Bundeswehr as a cornerstone of defence in Europe. National and collective defence is the core task of the Bundeswehr, and this task includes our contribution to NATO's deterrence capabilities. We will allocate two percent of our GDP, as an average over a multi-year period, to reaching NATO capability goals, initially in part via the newly created special fund for the Bundeswehr. At the same time, we will bolster investments in critical-infrastructure protection, cyber capabilities, effective diplomacy, civil protection, stabilising our partners, and dedicated humanitarian assistance and development cooperation.

We aim to strengthen civil preparedness and protection through a comprehensive approach involving the whole of society, with the Federal Government, the Länder, the municipalities, the business sector and the public taking on responsibility together. We are improving Federal Government support for the Länder in the field of disaster prevention and relief and making our critical infrastructure more resilient.

Our goal remains a Europe united in peace and freedom. We want to ensure that the European Union (EU) is able to act geopolitically and to uphold its security and sovereignty for the coming generations. The Federal Government supports further EU integration, cohesion, and enlargement to include the Western Balkan states, Ukraine, the Republic of Moldova and, in the longer term, Georgia. In order to prepare the EU for this enlargement and to ensure its continued ability to act, reforms within the EU are essential.



NATO Headquarters

Our security is linked to the security and stability of other regions in the world. The EU's Common Security and Defence Policy plays a key role in our crisis management. Integrated Security means joining up civilian, military and police capabilities in crisis prevention, conflict management and peacebuilding and including these capabilities in our actions at international and multilateral level. In this context, the Federal Government will also take particular account of the interests of women and disadvantaged groups, in line with a feminist foreign and development policy.

The Federal Government will increase its engagement to fight poverty, hunger, social inequality and the climate crisis. Where governments undermine security and the rule of law, we will focus our cooperation to a greater extent on non-state actors, the local level and multilateral approaches. At the same time, we will strengthen those partner governments that, like us, are committed to upholding the international order based on international law. The Federal Government will align its development policy to an even greater extent with its strategic goals.

We will increase our efforts to uphold the global arms-control architecture, nuclear disarmament and non-proliferation on the basis of the Non-Proliferation Treaty. Our goal remains a safe world free of nuclear weapons.

As regards the control of arms exports, the Federal Government will continue to adhere to its restrictive baseline policy. When deciding on arms exports, it will take into account in particular human rights, democracy and the rule of law in the importing country. At the same time, the Federal Government takes into account alliance and security interests, the geostrategic situation and the needs of enhanced European arms cooperation.

Resilient

Safeguarding our values through inner strength

Our open society allows all people in Germany to live their lives in freedom. We therefore defend our free democratic order against illegitimate foreign interference, disinformation and all forms of extremism.

We are committed to upholding a free international order based on the Charter of the United Nations, universal human rights and international law. We actively support multilateralism and the strengthening of the United Nations. We counter attempts to divide the world into spheres of influence by promoting the positive model of such a rules-based order. We know that we see eye to eye here with partners who share our values and interests. At the same time, we endeavour to work more closely with countries that may not share all our values, but which, like us, are committed to this type of international order.

We implement an active human-rights policy, promote the elimination of discriminatory power structures and strive to foster participation and diversity. Where human rights are protected, crises and wars are less likely.

Our national economy is founded on rules-based access to markets, raw materials, technologies, and financial and human capital. We will reduce current one-sided dependencies in the supply of raw materials and energy, as well as in other strategically relevant areas, by diversifying our supply relationships and taking targeted steps to safeguard supply, for example of crucial raw materials; we will also uphold our country's economic openness and innovativeness.

Germany's resilience and competitiveness are based on its high level of innovativeness and on technological and digital sovereignty. The Federal Government will therefore provide targeted support for science and research, as well as for innovativeness in the business sector, and will take measures to protect against illegitimate interference and knowledge flows.

The state, the business and research sectors, and society as a whole must strengthen cybersecurity together. The Federal Government will not accept rule-breaking or aggressive conduct on the part of cyber actors; it will modernise its cybersecurity architecture and strengthen its abilities to defend against cyberattacks.

The free and unimpeded use of outer space is vital for our security. The Federal Government will



Crises and disasters are successfully tackled through the cooperative efforts of various authorities and institutions.

expand its space capabilities and work to further develop the international order in space.

Sustainable

Safeguarding our natural resources

Curbing the climate crisis and dealing with its consequences is one of the fundamental and most pressing tasks of this century. Global emissions need to be drastically reduced. At the same time, a global, sustainable, green and socially just transformation presents great opportunities, as it not only means clean energy, but also fewer dependencies. We need climate-crisis adaptation strategies to protect people and natural spaces. We require equally great dynamism to overcome the biodiversity and ecosystem crisis. In order to counter these global crises, all states must participate.

Hunger and malnutrition impair people's health, jeopardise the economic foundations of entire societies and lead to setbacks in development work. The Federal Government wants to strengthen global food security via transformation to sustainable agricultural and food systems. In doing so, we will focus in particular on disadvantaged and vulnerable people. In addition, we

The logo represents the 17 sustainable development goals of the 2030 Agenda for achieving socially, economically and environmentally sustainable development. Implementing them is part of the Federal Government's Integrated Security approach.

are advocating more strongly for fair trade and the removal of trade restrictions in accordance with human-rights standards.

The global prevention of and swift reaction to pandemics is key to guaranteeing human security. The Federal Government is therefore intensifying its international endeavours in this field. In this context, it is pursuing a One Health approach that focuses on the links between the health of humans, animals and the environment. At the same time, we will enhance our national resilience by ensuring our long-term ability to provide medical care and maintain our supply chains, training specialised experts, improving early detection of pandemic risks and investing in research and development with security relevance.

Building Integrated Security together

Security is an issue of relevance to everybody in our country; everyone shares responsibility for it and can contribute to it. That is why the Federal Government wants to use this National Security Strategy to promote an ongoing process of interaction between all state levels, the business sector and society, thus further developing the strategic culture in Germany.

In pursuing this policy of Integrated Security, our aim is to work with our allies, neighbours and partners to foster security in Europe and around the globe. We want to shape our future together – in awareness of the risks, but with confidence and with every faith in our strengths.



Germany in Europe and the world

"To promote world peace in a united Europe":

This objective of Germany's foreign and security policy is stated in the preamble of the *Grundgesetz* (Basic Law). On this foundation, we want to shape a free international order that respects and upholds international law and the United Nations Charter, the sovereign equality of states and the prohibition on the threat and use of force, as well as the right of all peoples to self-determination and universal human rights, with a view to ensuring a sustainable future in security and freedom.

We regard security as a comprehensive concept: as protection from war and violence, as the freedom to live within the framework of our free democratic order, and as safeguarding the very resources on which our lives depend. This requires investment and effort from society as a whole. The Federal Government is determined to continue creating the right conditions for this. There is a great readiness in our country to work together to protect everyone's lives, freedom and natural resources. This first National Security Strategy of the Federal Republic of Germany is conceived as the basis and guideline for this endeavour. It primarily addresses external threats, albeit in the awareness that external and internal security are ever harder to separate.

The Federal Government firmly believes that we can meet the challenges of our age through a policy of Integrated Security. By this we mean the collaborative interaction of all relevant actors, resources and instruments that, in combination, can comprehensively guarantee and strengthen the security of our country. Our country must be wehrhaft (robust) and have the necessary capabilities to protect and defend itself and its allies. Our society and economy must be resilient to ensure that we can develop and duly exert our influence: they must be strong, adaptable and steadfast in their core. At the same time, we must be sustainable, in order to protect the natural resources on which our lives depend.

Our security identity

Germany bears a special responsibility, within Europe and at international level, for peace, security, prosperity and stability, as well as for the sustainable use of our natural resources. We are the most populous country and the largest economy in Europe. We act in awareness of our history and of the guilt our country bears for unleashing the Second World War and for perpetrating the Shoah, that betrayal of all civilised values. Reconciliation with our European neighbours and responsibility for Israel's right to exist remain an enduring obligation for us.

In the early years of the Federal Republic, our country received help without which our present prosperity would have been impossible. During the Cold War, hundreds of thousands of our allies' soldiers protected the Federal Republic. The work of people from around the world in our country made a considerable contribution towards Germany's economic clout,



and that remains so today. These experiences have shaped our country's identity. That is one of the reasons why we assume responsibility; we are the second-largest donor nation worldwide and play an active role in the United Nations and other international organisations.

The transatlantic alliance and the European project of peace and integration have brought our country and Europe security, stability, peace and prosperity. Initially these gifts were confined to the Western parts of Europe and Germany, but the people of Central and Eastern Europe went on to gain their freedom by waging peaceful revolutions, thereby laying the groundwork for German reunification and for integration within the European Union. The two are inextricably linked. The deepening of the European Union and the consolidation and enlargement of Euro-Atlantic structures are therefore cornerstones of German foreign and security policy. Germany owes its security, as well as peace at the heart of Europe, to the United States of America and our European neighbours.

Our values and interests

Our values are the bedrock on which our community is built. Protecting and strengthening them is the supreme task and purpose of the state.

German foreign and security policy is therefore values-based and interest-driven. It is in our fundamental interest to defend our values. These are based on the inviolable dignity of each and every individual and encompass democracy, the rule of law and human rights, in particular the right to life and physical integrity, freedom of opinion, the press, assembly and religion, equal rights for all and the right to free development of personality.

Our security interests are shaped by our geographical location, our membership of the European Union and NATO, our outward-looking and internationally integrated social market economy and our responsibility for our natural resources. We set out these interests on the firm foundation of our values:



Bundeswehr recruits at their swearing-in ceremony

- » protecting the people, sovereignty and territorial integrity of our country, the European Union and our allies;
- » protecting our free democratic order;
- » strengthening the European Union's ability to act and its internal cohesion and further deepening the profound friendship we share with France;
- » consolidating the transatlantic alliance and our close partnership based on mutual trust with the United States of America;
- » fostering prosperity and social cohesion in our country by protecting our social market economy;
- » promoting an international order based on international law, the United Nations Charter and universal human rights;
- » fostering peace and stability worldwide and championing democracy, the rule of law, human development and participation by all population groups as a prerequisite for sustainable security;
- » promoting the sustainable protection of natural resources, limiting the climate crisis and managing its impacts, securing access to water and food, as well as protecting people's health;
- » maintaining an open, rules-based international economic and financial system with free trade routes and a secure, sustainable supply of raw materials and energy.



Joint declaration on cooperation between the EU and NATO

Our security environment

We live in a world undergoing profound change. Our international and security environment is becoming more multipolar and less stable, and is increasingly defined by the existential threat posed by the climate crisis.

Today's Russia is for now the most significant threat to peace and security in the Euro-Atlantic area. Russia's war of aggression against Ukraine is a blatant violation of the United Nations Charter and of the cooperative European security order. Its aim is to destroy the state sovereignty, territorial integrity, cultural identity and political existence of a peaceful neighbour and to give effect to an imperialistic policy of spheres of influence. By thus wrecking the European peaceful order, Russia is directly threatening our security and that of our allies in NATO and the EU. Neither Germany nor NATO seek any rivalry or confrontation with Russia. However, we are prepared and able at any time to defend our sovereignty and freedom and that of our allies. Russia is building up its conventional and

nuclear forces and thereby jeopardising strategic stability; in its war of aggression against Ukraine, it has repeatedly made nuclear threats, including threats directed at Europe. It is purposefully trying to destabilise the democratic societies of Europe, to weaken the EU and NATO, and is pursuing its interests on the international stage with a policy that seeks to undermine international law and human rights. Its energy and raw materials policies are a part of this strategy.

We are living in an era that is increasingly multipolar and marked by rising systemic rivalry. Like us, the overwhelming majority of states are committed to the United Nations Charter and a free international order based on international law. However, as a result of their perception of systemic rivalry, some states seek to undermine this order and give effect to their revisionist notions of spheres of influence. They view human rights, civil liberties and democratic participation as a threat to their power. As part of hybrid strategies, they are increasingly engaging in targeted attacks on the freedom of other states, and are trying to interfere in political processes, public debate and elections in those states. Germany must effectively tackle these many different forms of hybrid threat through increased international cooperation.

China is a partner, competitor and systemic rival. We have observed that rivalry and competition have increased in the past years. China is trying in various ways to remould the existing rules-based international order, is asserting a regionally dominant position with ever more vigour, acting time and again counter to our interests and values. Regional stability and international security are being put under increasing pressure and human rights are being disregarded. China makes deliberate use of its economic clout to achieve political goals. At the same time, China remains a partner without whom many global challenges and crises cannot be resolved. That is why we must grasp the options and opportunities for cooperation in these fields in particular.

Wars, crises and conflicts in Europe's neighbourhood also have an impact on the security of Germany and Europe. Conflicts are ongoing, and in some cases have been for years, in places such as Syria and Iraq, Libya, the Horn of Africa and the Sahel. Fragile states thus become the cradle and safe haven for violent non-state actors, including extremists, who pose a direct threat to these states and their neighbours. Internal conflicts spill over into other states and destabilise entire regions, but indirectly affect us, too. At the same time, external actors increasingly utilise any growing instability and fragility to consolidate their own power and to extend their spheres of influence. In global terms, the Indo-Pacific, too, remains of special significance to Germany and Europe.

Our open and free society is a target of terrorism and extremism. The threat of attacks remains high. This risk is becoming greater due to radicalisation and experienced fighters returning from crisis zones and conflict areas. Although there have been major successes when it comes to combatting terrorist organisations and extremist groups, these groups continue to exist and are increasingly forming international networks. This is true with regard to their financing,

the recruiting of supporters and the preparation of crimes, for example, and makes combating them ever more complicated. Furthermore, these international networks make it easier for individuals to become radicalised through contacts, including in the digital sphere. Acts of terror committed by individual perpetrators are another increasing challenge. In addition, new forms of extremism have arisen that risk dividing our society and tipping into violence. They are aimed at undermining and delegitimising democratic decision-making processes and state institutions. They often resort to conspiracy ideologies, some of them antisemitic. These anti-democratic forms of extremism also jeopardise our security.

The erosion of the arms control, disarmament and non-proliferation architecture has negatively impacted the security situation in Europe and worldwide; Russia's actions have played a major role in this regard. In addition, the risks of ongoing nuclear proliferation remain. North Korea is steadily expanding its nuclear and missile technology programme and is a threat to regional security. Iran is not only violating the human rights of its own citizens but also continues to pursue its nuclear ambitions, producing ever more highly enriched fissile material, and has blocked efforts to revive the Joint Comprehensive Plan of Action of 2015. In addition, Iran's missile programme and its regional policy actions are fuelling escalation and may give rise to new regional proliferation momentum.

Chemical, biological, radiological and nuclear threats pose a risk that should not be neglected – from the wilful damaging of chemical or nuclear facilities in Europe to the targeted deployment of non-conventional weapons by state or non-state actors.

International economic and financial relations are also ever more informed by considerations of power and influence. Many trade agreements are now fairer than they used to be. However, some states are increasingly putting the principles of free economic cooperation at risk and use their economic clout to advance their foreign and security policy agendas. International economic and financial institutions are more frequently an arena in which political power struggles are fought, and are often the target of such manoeuvres. The establishment of new, parallel institutions with divergent rules is designed to wilfully circumvent existing organisations. Such actions are intended to erode the international rules for open and fair markets and undermine a stable financial system. A further complication is the fact that many states do not have the structures needed to combat corruption, tax evasion and economic and financial crime effectively.

The impact of the COVID-19 pandemic and the Russian war of aggression against Ukraine have likewise shown that economic dependencies in critical areas can quickly evolve into significant security risks. This is particularly true with respect to goods such as semiconductors and medical products, as well as critical raw materials in our industrial value chains, but it also applies to the pursuit of new energy sources and the transition to renewable energy.

The intensified international competition with regard to technology can give rise to security risks if



Germany highly values its exchange with G7 partners on current global challenges.

the free access to certain technologies is no longer guaranteed and one-sided dependencies arise.

Critical infrastructure is absolutely essential and is increasingly the target of serious threats and interference. The maritime dimension, above and underwater, is particularly important with respect to Germany's security of supply and economic security.

The extent, frequency and scope of cyberattacks are increasing. This shows that security risks and international conflicts can also originate in the digital sphere. Ever more frequently, cyberattacks seek to destabilise our government and society, or our partners' governments and societies.

Furthermore, in cyberspace there are no geographical limits to crime, terrorism, espionage or sabotage; the potential damage is immense, and can only be ascribed to specific actors with considerable difficulty. In particular, ransomware attacks have become a serious threat to companies, public institutions and critical infrastructure.

Foreign intelligence services and other actors continue to invest considerable human resources and sums of money in order to spy in Germany, which also generates risks in terms of subversion and sabotage. Espionage and attacks against politicians, the administration and the Bundeswehr, the economy, infrastructure and research are aimed at gathering information by both analogue and digital means.

Serious and organised crime poses a threat to almost all countries in the world. The perpetrators work through international networks, encrypt their communications and use cutting-edge technologies to look for new, profitable areas of activity. They increasingly resort to extreme violence. In Germany, too, internationally active criminal groups, including those with clan structures, harm people and inflict suffering. They cause economic damage worth billions of euros, for example by moving illegally gained assets into the legal economy. They are also increasingly attempting to subvert our state structures and economic structures.

Illegal financial flows deprive states around the world of billions of euros, thus contributing to the destabilisation of the social order.



One of the fundamental challenges of this century is the climate crisis, which has been caused by human activity: increasing droughts, rising sea levels, altered precipitation patterns, the loss of biodiversity and the depletion of natural resources all threaten people's livelihoods and the very foundations of our economies. Climate-induced extreme weather events with devastating consequences are happening with greater frequency and intensity, also in Germany. This places critical infrastructure under additional pressure. In many regions of the world, the climate crisis is fuelling conflict, contributing to hunger and other humanitarian emergencies. The climate crisis also exacerbates existing inequalities. It already has security ramifications today. Human security also depends on how we deal with this existential threat to vital resources. We cannot, however, completely eliminate these impacts; the best we can do is limit them. At the same time, a sustainable, green and socially just transformation presents great opportunities, for it not only means clean energy and a secure food supply but also fewer dependencies.

Poverty and hunger, war and conflict, the impacts of the climate crisis and the destruction of natural habitats pose a constant threat to people in developing and newly industrialised countries in particular. Insecurity, social hardship, fears for the future, and a lack of options for personal development undermine many people's faith in their governments. Weakened governments and states are only able to a limited degree to provide



Plenary debate on the *Zeitenwende* in the German Bundestag on 27 February 2022

public services and resolve conflicts. Inequality is a key driver of conflict.

Various factors can result in flows of refugees and migrants as people are displaced by crises. Irregular and involuntary migration, as well as migration instrumentalisation, often put migrants' lives in danger. Furthermore, large movements of refugees and migrants can jeopardise state security and social cohesion in transit states and countries of destination. In contrast, regulated immigration enriches Germany; indeed our country is reliant on it, not least because of demographic trends.

Integrated Security for Germany



Wehrhaft (robust) – resilient – sustainable

We need a comprehensive approach to address the range of challenges and threats facing us. Security policy is more than the sum of diplomatic and military means; it must integrate our actions across all policy fields. The Federal Government will therefore pursue a policy of Integrated Security.

We want our security policy to be defined broadly and to focus on the individual. Enhancing the security of the individual and guaranteeing their democratic rights and freedoms also enhances the stability of the state and of society. In keeping with a feminist foreign and development policy, we are championing the rights, resources and representation of women and marginalised groups.

We will include the projects described in this Security Strategy in the relevant ministerial budgets within the federal budget by means of prioritisation, should funds not already have been allocated to them. Given the considerable demands on our public finances at present, we will strive to implement this Strategy at no additional cost to the overall federal budget.

To the extent that the competences of the Länder are affected in this Security Strategy, the Federal Government will uphold the existing rights of participation and consultation when implementing it.

When defending our values and asserting our interests, we must face up to conflicts of aims, which require political deliberation and decision-making. The Federal Government will tackle such conflicts openly and discuss them in a transparent way.

Integrated Security for Germany

Integrated Security means bringing together all issues and instruments that are relevant to protecting ourselves from external threats.

Security in this sense is an integral part of all policy areas and a goal common to them all. If the security situation deteriorates, each and every policy field is affected. Likewise, each policy field can play a part in improving the security of our country. Integrated Security is thus more than coordination, cooperation and connectivity. By purposefully interlinking various policy fields in depth, it frames answers to complex threats and identifies the suitable instrument in each instance.

Integrated Security must be effective, both within Germany and externally. Because internal and external security are interdependent, we can only protect ourselves from external threats if we are steadfast in our core and ready to defend ourselves. That is why strengthening the resilience of our state, our economy and our society, as well as the protection of our natural resources, are of central importance.

Integrated Security combines preventative action with intervention and follow-up measures. Already today, it seeks to address medium to long-term challenges.

By pursuing this policy of Integrated Security, we want to work with our neighbours, partners and allies to contribute even more than before to security in Europe and around the globe. We want to join forces with them to actively shape our future.

Wehrhaft (robust): Defending peace and freedom

National and collective defence: protecting ourselves and our allies

The Federal Government and the German Bundestag are drawing the necessary conclusions from the dramatically changed security situation and, as a first step, have paved the way to significantly strengthening the Bundeswehr's capability for defence and collective defence with a special fund. In this context, the Federal Government is focusing in particular on NATO's capability targets and on bridging capability gaps quickly. We will eliminate the structural deficits that impede this goal.

The paramount task of German security policy is to ensure that we can continue to live in our country at the heart of Europe in peace, freedom and security. Germany's security is indivisible from that of its allies and European partners. Collective and national defence are one and the same. The Federal Government will resolutely resist any military aggression or attempts at intimidation aimed at us or our allies. The Bundeswehr remains the guarantor of Germany's deterrence and defence capability. The Bundeswehr is a parliamentary army.



The Bundeswehr's Puma infantry fighting vehicle and Leopard battle tank

Credible deterrence and defence capability in the transatlantic alliance of NATO is the indispensable foundation of German, European and transatlantic security. NATO is the primary guarantor of protection against military threats. It links Europe and North America politically. The purpose of the Alliance is to protect the people in its territory and to defend our security, our values and our democratic way of life. We stand resolutely by our mutual defence pledge under Article 5 of the North Atlantic Treaty. Our commitment to NATO and to our obligations within the Alliance is unshakeable, as is our commitment to the EU's mutual assistance clause in Article 42 (7) of the Treaty on European Union and our mutual assistance commitment with France under Article 4 of the Treaty of Aachen.

The Federal Government wants to further strengthen the European pillar of the transatlantic defence community. The more our European allies contribute militarily and politically to NATO, the more solid the transatlantic Alliance will be. Europe's ability to act on its own is increasingly a prerequisite for German and European security. This ability to act entails modern, capable armed forces in the EU member states, as well as a high-performance and internationally competitive European security and defence industry that creates the foundations for the armed forces' military capabilities. Joint arms projects and their exportability in accordance with the benchmarks set out in the future arms-export control law play a part in furthering Europe's ability to act and thus strengthen the European pillar in NATO.

Effective defence includes credible deterrence aimed at preventing an armed conflict from arising in the first place. In the transatlantic Alliance,



we need to be able and determined to counter all military threats, be they nuclear or conventional, but also to provide cyber defence and to deal with threats to our space systems. As long as nuclear weapons exist, maintaining credible nuclear deterrence is essential for NATO and for European security. Germany will continue to do its part in nuclear sharing and will constantly provide the dual-capable aircraft this requires. The purpose of NATO's nuclear deterrence is to preserve peace, to deter aggression and to prevent nuclear coercion. We will counter the increased nuclear risks with credible nuclear deterrence, as well as by endeavouring to reduce such risks and by supporting negotiations on nuclear arms control, disarmament and non-proliferation. Any employment of nuclear weapons would fundamentally alter the nature of a conflict. The Federal Government shares the view that a nuclear war cannot be won and must therefore never be fought.

We are strengthening the Bundeswehr as a cornerstone of conventional defence in Europe We will therefore make targeted efforts to expand our military presence in Allied territory and place it on a more permanent basis, all in accordance with the planning of the Alliance. We will also continue to meet our responsibilities as a logistical hub at the heart of the Alliance. The Federal Government will thus focus on expanding national capabilities in logistical support, healthcare, traffic routing and protecting all allies while they are in Germany. Furthermore, together with the Länder we want to establish the necessary infrastructure and legal framework, and firmly support initiatives in the EU and NATO aimed at fostering military mobility.

Furthermore, the Federal Government will strive to strengthen European air-defence capabilities within the NATO framework.

Allied defence also encompasses cyberspace and space. Attacks in or from these dimensions can have the magnitude and impact of an armed conflict and thus necessitate collective action. The Federal Government will promote the development and introduction of highly advanced capabilities. By defining guidelines for the responsible use of new technologies, we will ensure that ethical and legal standards are upheld and continue our endeavours to achieve this at international level, too.

» National and collective defence is the core task of the Bundeswehr, with all other tasks subordinate to this task. The Federal Government will maintain the military capabilities required for this task and bridge capability gaps quickly.


NATO's Baltic Air Policing mission

»The Federal Government is committed to strengthening NATO and implementing all elements of the Alliance's Strategic Concept of June 2022, including human security.

»The Federal Government strives to strengthen Europe's defence capabilities and ability to act in complementarity with NATO. The German security and defence industry's competitiveness and ability to engage in cooperation within the EU and in Europe is crucial and must be improved. To this end, the Federal Government will update its strategy paper on the security and defence industry.

»Integrated Security requires investments in our future. In view of the dramatically changed security situation, we must prioritise investments in our robustness and in our defensive capabilities. We will allocate two percent of our GDP, as an average over a multi-year period, to reaching NATO capability goals, initially in part via the newly created special fund for the Bundeswehr.

»A strong Bundeswehr, effective diplomacy and dedicated development cooperation in various forms are equally vital for our security. The inclusive approach in Germany's international engagement laid down in the coalition agreement serves as an important guiding principle for the Federal Government. Accordingly, the Federal Government will boost investments in areas including critical infrastructure protection, cyber capabilities, effective diplomacy, resilient disaster prevention and relief, stabilising our partners and engaged humanitarian assistance and development cooperation, and where necessary – also as part of an integrated approach – further develop these fields.

»While meeting NATO's planning targets, the Federal Government will make the Bundeswehr one of the most effective conventional armed forces in Europe in the coming years, one that is able to respond and act rapidly at all times.

»The Federal Government will further expand its military presence in Allied territory for the protection of our NATO allies and will place this presence on a more permanent basis, also so that Germany can act as a framework nation for our fellow allies.

»The Federal Government is endeavouring to improve the parameters for the security and defence industry and will enable government-to-government sales.



The Bundeswehr supported clean-up efforts after the devastating floods in the Ahr valley.

» The Federal Government will expand its cyber and space capabilities, as well as its space situational awareness capabilities, so that these capabilities can play a major role in collective deterrence and defence in NATO.

» The Federal Government will promote the development and introduction of highly advanced capabilities, such as precision deep-strike weapons.

Civil preparedness, civil protection, and disaster prevention and relief

Our civil preparedness is being fundamentally reviewed and enhanced as part of our overall defence in order to develop the resilience needed

The high level of interdependence between external and internal security means that Germany's ability to act externally also increasingly depends on its internal resilience. This resilience is the joint responsibility of the state, the private sector and society. In order to protect our population more comprehensively against disasters and crises, we need an approach that encompasses society as a whole. The Federal Government, the Länder, the municipalities, the private sector and civil society organisations, but also each and every individual, can and should play a role in this.

should a conflict arise. By strengthening civil preparedness, the Federal Government will ensure that state and government functions are maintained, the population is protected and supplied with essential goods and services, and the armed forces are provided with both civil and logistical support. In this way, Germany will meet its commitment under Article 3 of the North Atlantic Treaty to constantly increase its resilience.

Citizens who are willing to play their part in this respect are the very foundation of our robustness. To this end, we need to be able to count on a reliable network of actors and resources, including well-trained security authorities, non-police emergency-response organisations, resilient structures in the voluntary sector, wide-ranging engagement by volunteers, a vigorous economy and a strong security-research sector. The rules on releasing volunteers from their regular employment and on the parameters for voluntary work need to be simplified, while voluntary work must be more highly valued. Neighbourhoods and communities that demonstrate solidarity also play an important role in protecting our state and society.

In view of an increasingly complex and wide spectrum of threats, civil protection is of fundamental importance for human security and our communities' resilience. The Federal Government will strengthen civil protection across the board by way of cooperative federalism. Particularly where threats are especially severe or involve more than one Land, efficient cooperation between the federal level and the Länder will ensure better support for affected Länder and regions, including in the response to acute threats. The newly created Joint Centre of Excellence on Civil Protection in the Federal Office of Civil Protection and Disaster Assistance will improve the standard of cooperation between the federal level and the Länder as regards preparing for and responding to crises. In addition to advising and guiding crisis-management efforts at the federal level and the Länder, this Centre of Excellence will set up comprehensive resource management and provide joint situation reports on civil protection.

Protecting critical infrastructure, including systematically significant companies, is of crucial importance for the security of our lives and freedom. Redundancies in the form of additional systems play an important role here. Overall, efforts are needed from society as a whole in order to protect critical infrastructure.

The strengthening of European cooperation on disaster prevention and relief demonstrates European solidarity and is an investment in effectiveness and efficiency.

» In compliance with the principles of subsidiarity and proportionality, the Federal Government will make the Länder more resilient to crises and disasters so that they in turn can strengthen the resilience of towns and municipalities. This also applies to city centres, residential districts and infrastructure, in line with the guiding principles of the New Leipzig Charter on Sustainable European Cities.

» The Federal Government will fully implement its Strategy for Strengthening Resilience to Disasters so that people and their livelihoods are better protected against disasters. Accordingly, we will expand the structured resilience

dialogue between the federal level, the Länder and the municipalities and include stakeholders from the private sector and civil society in it.

» The Federal Government will actively include the population and the private sector in strengthening resilience to disasters and crisis situations in society as a whole and will do more to join up endeavours to this end. It will raise awareness of and sensitivity to resilience and provide information on practical prevention and possible courses of action. It is the aim of the Federal Government to further develop the design of the crisis-management exercises (LÜKEX), which encompass various Länder and ministries.

» The Federal Government will redraft the Framework Guidelines for Overall Defence, in part to implement NATO's baseline requirements for national resilience.

» Furthermore, the Federal Government will review legislation on maintaining services and supplies in emergency situations, and if necessary, amend it or present legislative proposals.

» By drawing up an act on health security, the Federal Government will ensure in particular that there are efficient and decentralised stocks of medicinal products and devices, and that medical staff conduct regular emergency exercises on health crises.

» In order to maintain the effectiveness of public authorities and organisations tasked with security work, as well as that of the non-police emergency-response services, suitable equipment must be procured.

» The national reserves for food, the healthcare sector and human care will be reviewed and, where necessary, further expanded to enable a better response in emergency situations. Regular reviews will also be conducted of what is needed to maintain a precautionary approach to, and the security of, the energy supply, with adjustments being made as necessary.

» In order to be better prepared to deal with chemical, biological, radiological or nuclear threats (CBRN), the Federal Government will expand its CBRN protection capabilities, draw up emergency plans and conduct emergency exercises.

» In an umbrella law on critical infrastructure, the aim of the Federal Government is to establish a comprehensive legal framework that will make critical infrastructure more resilient and improve cooperation between the federal and Land levels and with the private sector. This will include a specific evaluation of the security risks that the climate crisis poses to Germany.

» The Federal Government will further the research on civil security which helps to successfully prevent, respond to and overcome crises.

» At EU level, the Federal Government will seek to further develop the EU Civil Protection Mechanism and the European reserve rescEU. We will endeavour to expand transnational exercises and to develop European standards for the EU-wide exchange of information before, during and after crises and for the training of civilian personnel. In addition, we will take issues involving cross-border links with our European neighbours' critical infrastructure into account to a greater extent.



The meeting room of the European Council in Brussels

Strengthening the European peace project

The Federal Government supports the goal of a united European Union that is capable of acting globally and uses its influence to shape the rules-based international order. In this context, our strength also derives from the stability of our democracies, the strength of our internal market, efficient social services and reliable public infrastructure.

Particularly in view of the significantly deteriorated security environment, the European

Peace, freedom and prosperity in Europe are crucial to German security. In order to be able to continue providing joint European responses to the dramatically changed security situation, we need to further develop the European Union in a way that enables it to preserve its security and independence effectively for future generations in the face of external challenges.

Union needs to be able to protect its security and stability. To this end, we want to further develop the Common Foreign and Security Policy (CFSP) with our European partners and resolutely carry out the Strategic Compass projects.

Greater endeavours to stabilise our neighbourhood are a part of this. The European Union and its wide-ranging instruments play a central role here. This includes the prospect of EU accession for all European countries that are committed to EU values. In order to prepare the EU for this enlargement and to ensure its continued ability to act with over 30 member states, reforms within the European Union are essential. Our goal remains a Europe united in peace and freedom and open to all European countries who share our values.

By supporting Ukraine, we are strengthening its resilience against Russian aggression, while making a fundamental contribution to our own security. We stand by a free, independent and democratic Ukraine in its internationally recognised borders. At the same time, it is vital to prevent the war from spreading to neighbouring countries. We will support EU and non-EU countries that are affected by the war.

The Federal Government is determined to further strengthen the European security and defence industrial base. This includes protecting key technologies at national and European level. The Federal Government is endeavouring to harmonise military capability requirements with its partners and allies. In terms of procurement, it will focus primarily on European solutions if this can be achieved without losing capabilities. Rapidly bridging capability gaps remains the crucial criterion.

The Federal Government supports a targeted and flexible use of EU sanctions and ensures that sanctions are implemented effectively at national level. International cooperation, particularly among the G7 countries, increases the effectiveness and efficiency of sanctions measures and thus plays a part in ensuring adherence to international standards. The Federal Government will do more to protect itself against sanctions and coercive economic measures targeted at us and our EU partners; to this end, it supports the further development of instruments of a deterrent nature at EU level.

As regards countering external terrorist and extremist threats, the EU also plays a crucial role for Germany's security. The Federal Government will intensify this cooperation, as well as collaboration via Europol and Eurojust, to ensure the security of people in our countries. Identifying threats at an early stage and combating transnational terrorism effectively requires close national, international, European and transatlantic cooperation using political, legal, intelligence, police and military means. To this end, effective skills and international coordination are needed to investigate transnational terrorist structures and their financial flows, including cryptocurrencies. In addition to countering threats, it is vital to address the ideological, societal and socioeconomic causes of radicalisation and terrorism.

Irregular and involuntary migration, as well as migration instrumentalisation can only be dealt with effectively through joint, coordinated action by national and European partners. The European Border and Coast Guard Agency plays an important role here and is supported by Germany. It is particularly important to further

develop the border police's pre-border activities strategy and the fight against organised people smuggling systematically. Protecting our joint EU external borders effectively enables the preservation of our common area of freedom, security and justice. In this context, the Common European Asylum System (CEAS) is of great significance.

The profound friendship with France is of particular importance to Germany. We are aware of our joint responsibility to further the EU's integration and ability to act at international level. We are united with France by a profound friendship, which arose through the overcoming of historical perceptions of enmity and is also expressed in terms of security policy in the mutual assistance commitment under Article 4 of the Treaty of Aachen and in our cooperation on major arms projects.

Human security on the European continent can only be achieved if human rights, the rule of law and democracy are guaranteed effectively. Adherence to the European treaties, particularly as regards the rule of law, is a prerequisite for this. The Federal Government strives to ensure that implementation of the treaties is closely monitored.

The Federal Government supports the Council of Europe, which laid the foundations for peaceful coexistence in Europe on the basis of shared principles and monitors adherence to them. The Organization for Security and Co-operation in Europe (OSCE) continues to serve as an important platform for further developing Integrated Security in Europe. That is why we support the OSCE and its institutions as actors that preserve democracy and human rights. We welcome the European Political Community as an informal forum for political exchange on peaceful cooperation on the European continent that sends a clear message against the return of imperialism to Europe.

» In order to increase the EU's ability to act and resilience at international level, the Federal Government will work on further integration of the European Union and strengthening of its cohesion. Where necessary and jointly defined, we are also willing to amend the European treaties.

» The Federal Government actively supports the gradual shift towards and greater use of majority voting in the CFSP. The Federal Government also wants to make use of greater cooperation between individual member states under Article 44 of the Treaty on European Union, if this facilitates European action.

» The Federal Government supports enlarging the European Union to include the countries of the Western Balkans, as well as Ukraine, Moldova and, at a later stage, Georgia.

» The Federal Government is committed to the further development of Permanent Structured Cooperation (PESCO). In order to achieve the EU's security goals, the Federal Government wants to strengthen European instruments such as the European Peace Facility.

» The Federal Government will help to make the political instrument of sanctions even more effective under the CFSP. Capabilities for the strategic use of sanctions – including the ability

to analyse their potential impact – need to be improved both at national and EU level.

» The security union must be expanded alongside other EU integration steps and sufficient resources must be allocated to the EU justice and security agencies.

» Cooperation between the security authorities at European and international level plays a key role in combating serious and organised crime. These and other measures will be furthered in the Strategy on Combating Serious and Organised Crime.

» The Federal Government seeks the further development of Europol into a European police office with its own operational capabilities.

» The Federal Government continues to advocate reform of the Common European Asylum System (CEAS).

International crisis engagement: taking on responsibility, taking preventive action

Our security is linked to the security and stability of other regions in the world. It thus remains in Germany's and Europe's interest to continue making substantial contributions to international crisis management. We will further develop the Federal Government's current networked approach into an Integrated Security policy. To this end, we will strengthen, expand and combine our political, diplomatic, development-cooperation, military, police and civil instruments in the field of international crisis engagement. We intend to continue enhancing successful instruments such as building up partners' military capabilities to enable them to take on responsibility for their own security. Integrated peace engagement combines all relevant capabilities, incorporates measures into international and multilateral efforts, and embeds this engagement in our political actions.

The Federal Government is committed to the primacy of preventing crises. We will increasingly pursue our crisis engagement via civilian and military missions and operations under the EU Common Security and Defence Policy. Our instruments for crisis prevention, conflict management and peacebuilding will serve coherent and realistic objectives. They combine civilian, police and military capabilities, with the Bundeswehr continuing to play an important role.



German civilian personnel and police staff are deployed as part of the EUCAP Sahel Niger mission in support of the Niger's security forces that are engaged in the fight against drug, weapon and human trafficking.

At all stages of a conflict, the Federal Government aspires to promote political processes leading to resolution and to create incentives for rapprochement and reconciliation with the help of our instruments. Our main focus here is on prevention, which we seek to achieve by addressing the structural causes of conflicts and strengthening peacebuilding actors. The Federal Government takes on responsibility for international crisis engagement under the auspices of its alliances and international organisations.

» The Bundeswehr will continue to play a key role in international crisis management in the future. Armed Bundeswehr missions abroad are always conducted in accordance with international law, the *Grundgesetz* (Basic Law) and the respective legal requirements. The Federal Government will take on special responsibility for establishing the EU Rapid Deployment Capacity.

» The Federal Government will continue to support the United Nations in its task of fostering international peace and security and countering the causes of conflicts. We will endeavour to ensure that United Nations peace missions have a clear political mandate and receive the resources they need. To this end, we will continue to play our part, including in the form of military participation in UN peace missions.

» Deadlock in the UN Security Council impedes peace and security. The Federal Government thus supports discussions on peace and security issues at the UN General Assembly in the spirit of "Uniting for Peace".

» The Federal Government is committed to its guidelines on crisis prevention, conflict management and peacebuilding. With our values serving as a guiding principle, we will base decisions on our international crisis engagement on strategic interests.

- »The Federal Government will further intensify its engagement in an integrated approach that combines international crisis prevention, stabilisation, peacebuilding, humanitarian assistance and development cooperation. These measures will take climate needs into account and put the focus on protecting the individual. In line with our feminist foreign and development policy, we will take the interests of women and disadvantaged groups particularly into account when drawing up integrated peace-engagement measures.

- »The Federal Government advocates greater use of science-based approaches in early crisis detection, strategic foresight, crisis prevention, stabilisation and peacekeeping.

- »In order to prevent and cushion the impact of famines and food crises on a long-term basis, the Federal Government supports the sustainable transformation of the food systems – together with the Food and Agriculture Organizations of the United Nations in Rome (FAO, WFP, IFAD and CFS) and with the involvement of all relevant stakeholders in the food sphere.

- »The Federal Government will further strengthen the Federal Agency for Technical Relief in order to be able to deploy it worldwide in disaster relief and in setting up and further developing civil preparedness and disaster relief. The Agency is to be actively included in EU and UN relief mechanisms.

- »The Federal Government will also further the expansion of targeted migration partnerships and collaborations between the EU and global partners. Alongside these partners, our aim is to improve opportunities for regular migration and to promote local integration for those seeking protection, while preventing irregular flows of refugees and migrants. To this end, the Federal Government aims to conclude bilateral migration and repatriation agreements with the main countries of origin.

- »In order to be able to offer better and long-term options, the Federal Government will expand its global partnerships in a targeted way. Its goal here is fair, respectful and long-term cooperation between sovereign and equal partners. It also systematically includes this approach in talks in the EU and G7.

- »By providing partners with both civil and military programmes, including via the Enable & Enhance Initiative, the Federal Government's aim is to help them to consolidate their own civil instruments and military capabilities for conflict resolution.

- »In order to also strengthen even further the important role of the police in international endeavours in civil crisis prevention and civil crisis management, we are expanding our engagement with police officers specially trained for missions abroad. Our aim is to have a higher number of qualified officers at our disposal and to create additional incentives to further increase our participation in international missions.



By promoting vocational education and training for women, Germany is strengthening social resilience in partner countries.

Development policy as sustainable security policy

Based on cooperation, our development policy supports partners to enable them to address poverty, hunger, conflicts and the impact of the climate crisis in a better way. It focuses on prevention by playing a part in establishing and strengthening autonomous conflict-management structures. Furthermore, it strengthens democracy, support for which also depends on the extent to which it promotes prosperity, security, the rule of law and participation for large parts of the population. Accordingly, we provide targeted support for the provision of public services, the establishment and expansion of social security systems around the world, the fight against corruption, freedom of the press and opinion,

By furthering human development and security, development policy plays a crucial role in an Integrated Security policy. We are creating new networks and alliances with our development-policy engagement aimed at achieving the goals of the 2030 Agenda for Sustainable Development. Development policy strengthens multilateral cooperation by formulating a positive and integrative ownership approach. The Federal Government will base its development policy to an even greater extent on its strategic goals.

the development of democratic security structures and good governance. We will expand our programmes aimed at strengthening civil society, as civil society is a key element in achieving social and political participation. Our feminist development policy takes the rights of women as well as vulnerable and disadvantaged groups particularly into account. Our development policy thus strengthens individual and societal resilience and creates trust, primarily between people, but also within and between societies and countries.

Furthermore, our development policy plays a part in ensuring security of supply in Germany while fostering sustainable development in our partner countries. To this end, the Federal Government will work with its partners to foster greater use of alternative and sustainable sources of strategic raw materials that respect human rights. We will also work at international level to ensure the implementation of human rights due diligence, as well as adherence to sustainability standards in global supply and value chains.

» The Federal Government will deepen its cooperation with all countries that support a free international order based on the United Nations Charter and international law, and augment its endeavours to fight poverty, hunger, social inequality and the climate crisis.

» In countries whose government is undermining security and the rule of law, the Federal Government is focusing its cooperation to a greater extent on the non-state and local levels, as well as on multilateral approaches, while strengthening partner governments that are committed to democratic principles.

Preserving and further developing the global arms-control architecture

The Federal Government supports strategic risk reduction and the fostering of predictability, as well as the maintenance of reliable political and military channels of communication in relations between NATO and Russia. We remain open to reciprocal transparency measures where the prerequisites for them exist. We strive to foster the practical instruments of arms control and military confidence-building under the auspices of the OSCE.

The military use of new technologies poses additional challenges to traditional arms control. Complementary arms control must also address these challenges, but without preventing technical progress. That is why we are endeavouring to develop new behavioural approaches to arms control. In this context, we are working closely with researchers and civil society in line with the concept of Integrated Security.

In view of the increased proliferation risks, the Federal Government will further intensify its work on nuclear non-proliferation on the basis

> Preserving and further developing the global arms-control architecture, reducing risks and preventing escalation continue to be of great importance to the Federal Government. Effective and verifiable arms control, non-proliferation and disarmament help to foster our security and complement deterrence and defence.

of the Non-Proliferation Treaty. Our goal remains a safe world free of nuclear weapons. To this end, the prerequisites for disarmament steps must be created, particularly in the framework of the Non-Proliferation Treaty, but also in dialogue with the signatories to the Treaty on the Prohibition of Nuclear Weapons.

As regards the control of arms exports, the Federal Government will continue to adhere to its restrictive baseline policy and set benchmarks in an arms-export control law. Human rights, democracy and the rule of law in a recipient country will be taken into account in particular in decisions on arms exports. At the same time, a responsible arms-export policy takes into account our alliance and security interests, geostrategic challenges, support for partners facing direct threats, and the requirements of enhanced European arms cooperation.

We support the harmonisation of arms-control decisions at European level and want to strengthen and deepen cooperation in the arms sector in the EU.

» The Federal Government remains committed to nuclear arms control and reciprocal and verifiable disarmament. We call on all nuclear powers to participate in international strategic and sub-strategic arms-control efforts. The Federal Government will therefore maintain its engagement at multilateral level to ensure concrete, verifiable steps.

» The Federal Government will increase its endeavours to contain chemical, biological, radiological and nuclear risks, in particular as regards the monitoring regimes of the relevant organisations and conventions and the safety of nuclear plants, high-security biological laboratories and critical chemical infrastructure.

» The Federal Government will expand its engagement in the field of humanitarian arms control. Our goal is to protect people more effectively against the use of explosive weapons in populated areas; we are also promoting initiatives to curb the risk of the proliferation of small arms, light weapons and ammunition.

» The Federal Government supports a ban on lethal autonomous weapon systems that are not under any human control. It is also striving to achieve the universalisation of existing bans on indiscriminate weapons.

» The Federal Government actively supports the further development of the international export control regime. In part to be able to provide better support to vulnerable countries in their right to self-defence, we want to see greater harmonisation of European arms-export control. We thus support the plan to develop an EU regulation on arms exports.



Resilient: Safeguarding our values through inner strength

Protecting and strengthening our democracy

One of the greatest achievements of our pluralistic democracy is the protection and the mutual acknowledgement of diverse, sometimes contradictory convictions and opinions.

In open and democratic societies, confidence in societal institutions must constantly be won afresh. That also protects these societies from illegitimate interference from both inside and out. In line with the principle of Integrated Security, we need to work throughout society to strengthen our competence in countering open and hidden attacks on our democratic values, also in the European Union. At the same time, we have to counter attacks on the integrity of democratic opinion-forming processes and the systematic undermining of our open societies and liberal democracies.

> Our free democratic order is the foundation and the guarantee of our free, open and diverse society. We defend this basic order against espionage, sabotage and illegitimate foreign interference as well as against disinformation and all forms of extremism, thereby fostering public confidence in a robust democracy.

Identifying targeted dissemination of disinformation by domestic or foreign players is particularly important in this context. The free and independent media have a key societal role to play in this area.

In order to strengthen our resistance in the face of disinformation and the resilience of our democracies, we will implement the following measures in cooperation with the Länder:

» The Federal Government is drafting a comprehensive strategy for a strong, robust democracy



and an open and diverse society in order to foster democracy and effectively counter the threats posed by all forms of extremism, in particular right-wing extremism.

» The Federal Government will set out a strategy to increase our capability to act in the face of hybrid threats, with the aim of expanding its skills for identifying, analysing and countering hybrid threats and further developing its response instruments. This also includes enhancing the analytical capabilities of our intelligence services.

» The Federal Government will focus on using the existing mechanisms and structures to counter hybrid threats in the EU and NATO, the G7 and the OSCE, and develop them further. This includes expanding the Hybrid Toolbox adopted in the EU's Strategic Compass and building on NATO-EU cooperation in this area.

» The Federal Government will set out a strategy on tackling disinformation. This strategy will improve the tools for the early identification of manipulative communications in the information arena, improve our resilience and

responsiveness and also target our ability to defend our democratic values and our positions convincingly on the international stage.

» Through its public relations work, the Federal Government will ensure easy access to transparent reliable information about government action in order not to leave relevant media space open for disinformation campaigns to fill.

» The Federal Government will increase its support for applied research and development on the subject of disinformation. We therefore intend to put forward strategies to strengthen digital, data and media competence and to draft concepts for boosting resilience in educational institutions in cooperation with the Länder.

» In order to prevent the spread of radicalising content via the internet, unlawful content needs to be identified and deleted even more rapidly. Those behind such acts must be found and held criminally responsible.

» The Federal Government will continue to strengthen its efforts to counter espionage and sabotage. In view of the threat situation, we will substantially increase our resources and greatly improve framework conditions by ensuring there is an appropriate legislative basis on which decisive action can be taken.

An international order based on international law

We are determined to defend and uphold the principles of a rules-based international order with a strong United Nations at its heart together with our allies and partners worldwide:

» rights and rules that create protection and obligations for all states equally;

» sovereign equality of all states;

» a peaceful balance of interests and conflict prevention;

» multilateral cooperation for the benefit of humanity and the protection of our natural resources;

» opportunities for all people to realise the free development of their personality, as set out in the Universal Declaration of Human Rights;

» promotion of human development in all parts of the world in line with the United Nations Sustainable Development Goals.

The Federal Government advocates the strengthening and further development of a free international order based on international law and the United Nations Charter. Such a rules-based order creates stability and the conditions for peace, security and human development. It also provides our open and interconnected country with protection and scope for development.



Germany actively supports multilateralism and the United Nations.

Germany states its commitment to multilateralism and to strengthening the United Nations. We are taking the 50th anniversary of our membership of the United Nations as an opportunity to further develop our comprehensive engagement in the area of UN policy. Germany is willing to shoulder global responsibility. We confidently embrace competition with states that are opposed to a free international order based on international law and the United Nations Charter. We take the consequences of systemic rivalry seriously and take them into account in our policymaking.

We resolutely defend the free and rules-based international order, which protects our values and interests. In this, we know that we see eye to eye with partners who share our values and interests. Furthermore, we consciously endeavour to cooperate and enter into new partnerships with countries that do not share all our values or whose societal and economic model is not identical to ours, but that, like us, are committed to a free international order based on the United Nations Charter and international law. In doing so, we want to take the concerns and interests of these global partners into account.

In the EU and together with our transatlantic and global partners we are countering attempts to establish spheres of influence with the positive model of a free international order based on international law. The G7 – also in collaboration with the G20 – has proved to be a particularly effective forum for trust-based cooperation in the current crises. We are pushing for the strengthening and the reform of the WTO in order to ensure a level playing field and to make the multilateral trade system sustainable and fit for the future.

The geopolitical conflicts on the horizon will not only play out between countries but increasingly also at societal level. We are strengthening our

cultural relations and education policy and science diplomacy, which drive forward our exchange with the world on values and interests and thereby also safeguard Germany's opportunities for connection and communication. In this area, we draw particularly on competent intermediary organisations. We are working actively in Europe and throughout the world for the protection and strengthening of the freedom of science, research and teaching.

» The Federal Government is actively shaping UN policy and is committed to necessary reforms and, in the long term, the reform of the UN Security Council so that it reflects the realities of today's world. In the course of comprehensive reform of the Council, Germany is prepared to serve as a permanent member and thereby assume greater responsibility.

» Germany is applying again for a non-permanent seat on the UN Security Council for the 2027-2028 term.

» The Federal Government is committed to strengthening multilateral structures to resolve global challenges and thereby counter the emergence of new blocs.

» The Federal Government regards an open, fair and sustainable EU trade policy as a tool that takes account of our interests and those of our partners. In this area, free trade agreements between the EU and partners all over the world play an important role. Sustainability chapters play an important role in this.

» The Federal Government wants to offer attractive programmes for partners throughout the world to promote their development in line with climate change targets and make a sustainable contribution to infrastructure development, through rapid implementation of the EU Global Gateway initiative and the G7's Partnership for Global Infrastructure and Investment.

» The Federal Government is working to intensify its relations with global partners in the long term and is entering into new partnerships with countries which, like us, are committed to a free international order based on the United Nations Charter and international law.

» The Federal Government is increasing its engagement in existing multilateral bodies such as the G20 in order to intensify cooperation with global partners.

» In the United Nations and international (financial) institutions, the Federal Government is identifying negotiation and reform processes that are of particular significance for partner states, getting more involved in these processes and taking partners' concerns into account where possible.

» The Federal Government will take into consideration the concerns of global partners within the context of the negotiations on European Union trade agreements and the further development of the Agenda 2030 for Sustainable Development as well as in connection with climate action and measures to tackle the pandemic.



The Federal Government promotes the human right to education all around the world.

Global commitment to human rights

Peace and security are a prerequisite for safeguarding human rights. Our guiding principle here is the universality of human rights for all individuals throughout the world. We reject any attempt to downplay this. It also includes an active human rights policy.

> Global commitment to human rights is a moral obligation. Yet this commitment is also in the interests of our security, for human development and security are prerequisites for lasting peace and stability. Where human rights are respected and protected, crises and wars are less likely.

After years of progress, the COVID-19 pandemic, the impact of the climate crisis and the increasing number of conflicts have significantly worsened the situation for the world's poorest. Russia's war of aggression against Ukraine has exacerbated food crises worldwide. Ensuring

human security also means overcoming poverty and hunger and reducing inequality. In many countries in the world, women have fewer rights than men. In line with a feminist foreign and development policy, the goal is therefore to strengthen the rights of women and marginalised population groups, to drive forward the elimination of discriminatory power structures, to foster participation and diversity, to enable all population groups to participate in decision-making at all levels on an equal basis and to ensure that they have access to resources.

We declare our commitment to the principle of the international responsibility to protect. Serious violations of human rights are not domestic affairs of individual states. For this reason, Germany introduced its own Code of Crimes Against International Law and works particularly to ensure accountability following serious international crimes and human rights violations. Building on the experiences gained in the last two decades and in view of the current challenges presented by Russia's war of aggression, international criminal law is to be developed and strengthened further.

At the same time, we take seriously our responsibility for protecting refugees and those subjected to political persecution and are firmly committed to the Convention relating to the Status of Refugees. Our goal is for refugees throughout the world to be able to live in safety and with dignity and for them to be offered future prospects, with Germany's support.

» The Federal Government will further intensify its engagement for human rights through an integrated approach combining humanitarian assistance, development cooperation and peacebuilding.

» The Federal Government will intensify its commitment to the Women, Peace and Security Agenda adopted in UN Resolution 1325. We support the increased participation of young people in line with the Youth, Peace and Security Agenda.

» The Federal Government wants to strengthen the rights of minorities at international level and in the EU in particular and is calling in the United Nations for a convention on the rights of lesbian, gay, bisexual, transsexual and intersexual (LGBTI) people.

» The Federal Government supports international courts and accountability mechanisms, particularly the International Criminal Court (ICC), and works with other states towards strengthening and improving them.

» The Federal Government is pressing for the reform of the Rome Statute in order to expand the currently limited jurisdiction of the ICC to include the crime of aggression and align it to its jurisdiction for the other three core crimes. As in the case of the other crimes under international law, it should be enough for the crime to have been committed in the territory of a state that has recognised the ICC's jurisdiction.



To safeguard its energy security, Germany is also promoting the establishment of LNG terminals off its coast.

Boosting economic and financial resilience and raw materials security

The social market economy is the basis of our prosperity, our innovative capacity and our model of society. In this respect, it is also of special relevance for security policy. At the same time it forms the basis of sustainable state finances and an effective welfare state, including social security systems. Shaping it sustainably is essential for societal cohesion, social peace and our capability to act. Solid financial and budget policy, as well as generally balanced public budgets that adhere to the check on borrowing

The German economy is anchored in the European single market and its free movement of goods, persons, capital and services. It is founded on rules-based access to markets, raw materials and technology. The Federal Government will strengthen its raw materials and energy security through diversification and boost the resilience of our economic and financial system. In an open economy, state and private stakeholders must assume responsibility for security.

as set out in the *Grundgesetz* (Basic Law), are vital for ensuring sustainable public finances. For that is the only way we can maintain our capability to act in future crises, both financially and, as a consequence, in terms of security policy.

There must be a focus on reducing critical dependencies in strategically relevant sectors in order to maintain and expand our capability to act in a global context without impairing Germany's economic openness and innovative capacity. Our goal is to ensure that economic ties do not have a negative impact on our security. We will therefore reduce existing critical dependencies and concentration risks and prevent new dependencies emerging by means of diversification.

The global markets are changing due to rising demand, driven by digital and ecological transformation as well as geopolitical tensions. The constant availability of many raw materials and commodities on the global market is no longer a given. The aim must therefore be to reduce existing one-sided dependencies, prevent the emergence of new dependencies, provide targeted support for raw materials projects in cooperation with business and set up strategic reserves. Although the energy transition is reducing dependence on fossil fuels, Germany will remain an importer of energy for the foreseeable future. The Federal Government is therefore pursuing the goal of a carbon-free energy supply that is also safe and affordable. To this end, it is prioritising technological innovation, diversification of supply sources and the procurement of strategically important raw materials from reliable partners wherever possible.

Extracting raw materials and using energy sources in Germany responsibly are other significant factors with a view to ensuring the security of our supply. The Federal Government will therefore focus more closely on the potential of the circular economy, resource efficiency and the potential of domestic raw materials extraction, taking account of environmental concerns, where this could help diversify our raw materials and energy supply and reduce one-sided dependencies. We will take greater account of security considerations in decisions concerning new raw materials extraction projects. The Federal Government will strengthen crisis management for critical raw materials and supports the creation of adequate framework conditions to promote raw materials projects in Germany's and the EU's strategic interests as well as to ensure a fair and sustainable market framework.

In a world of globalised flows of goods and trade flows, supply chains must be assessed more closely with regard to potential critical dependencies. At the same time they must align with our foreign trade and investment policy, its principles and sustainability standards. Value and supply chains are the responsibility of enterprises, but the Federal Government will keep its eye on the competition disadvantages and supply needs of German companies and is engaged in an ongoing dialogue with German enterprises and associations on these issues.

Reducing dependencies can only succeed in cooperation with a large number of reliable partners and allies. We will intensify this cooperation and expand it in specific areas – bilaterally, within the EU and multilaterally. Cooperation projects with global partners are designed to benefit both sides and are a decisive step to prevent the formation of blocs.

We want to be even more effective in tapping the strategic potential of European Union trade agreements for German and European security and resilience as well as for the prosperity of the nations involved. The Federal Government therefore supports an ambitious EU trade agenda and the strengthening and expansion of the EU single market, both of which are relevant for further diversification and sustainable development. In the case of decisions relating to competition policy, there should in future be a more strategic focus on the European and global dimension. What is more, the instruments of foreign trade and investment promotion should be deployed, not least in order to help foster economic diversification.

We will improve financial asset transparency to more effectively tackle money laundering, better implement sanction regimes and be able to identify in good time any purchases of land that could jeopardise security. That also leads to a better understanding of financial and economic influence from a security policy perspective. Optimisation of the structures and resources in fighting money laundering is also a goal.

Greater resilience of our economy, our financial stability and our financial infrastructure also protects the state, the economy and society from the interference of certain authoritarian states.

» The Federal Government is driving forward its strategy for the supply of raw materials, focusing on security of supply, diversification, sustainability and innovation. In so doing, we are creating a framework for consistent monitoring of raw materials supply chains, promoting diversified value chains and avoiding one-sided dependencies on individual suppliers.

» The Federal Government will support measures aimed at the strategic exploration, extraction, further processing and provision of critical raw materials by the business sector and draw up suitable conditions, including institutional frameworks, in support of their implementation. We will work with companies and encourage them through adequate incentives to strategically stockpile critical raw materials and to build up strategic reserves.

» We support the European Action Plan on Critical Raw Materials and the rapid adoption of EU regulations on safeguarding the supply of raw materials. We will expand our partnerships in the field of raw materials and in the development of sustainable value added and supply chains.

» The Federal Government is working on a hydrogen import strategy, not least with a view to preventing the emergence of critical dependencies and reducing existing ones. It will dovetail this with the existing National Hydrogen Strategy.

» The Federal Government will continue to closely examine all investments in critical infrastructure in order to avoid dependencies and eliminate opportunities to apply political pressure. With the same goal, we will also examine the existing need to adapt land purchase rights.

» The Federal Government supports the strengthening of the EU single market, which is a fundamental pillar of European integration.

» On the basis of the new EU trade strategy and the new sustainability approach, the Federal Government is striving for the rapid conclusion of further ambitious trade and investment

agreements with global partners and supports the swift ratification of agreements that have already been signed. By so doing, the Federal Government will also drive forward the diversification of trade relations and supply contracts.

» The Federal Government will analyse critical dependencies and supports an EU-wide early warning system and the monitoring of critical supply chains in order to identify the raw materials and intermediate goods where dependencies need to be lessened. Here, the priority is boosting efficiency, diversification, transport and stockpiling as well as developing a circular economy to obtain secondary raw materials. To achieve this, the Federal Government will create appropriate framework conditions for enterprises.

» The Federal Government intends to ensure, in cooperation with the Länder, that the transport infrastructure necessary for functioning supply chains is in place for all forms of transport and make it more resilient. In this context, goods transport and logistics will be placed on a European and global footing.

» The Federal Government will work actively for open international shipping routes in a world of global flows of goods and trade flows.

» The Federal Government will promote diversification and take care to spread risks through clearly defined standards in the context of foreign trade and investment promotion. In this way, critical dependencies can also be eliminated. Foreign investment in Germany is strongly welcomed and crucial for an open and prospering economy. We will consistently use investment screening in the context of the Foreign Trade and Payments Act and the Foreign Trade and Payments Ordinance to prevent threats to our security.

» The Federal Government is working with the Länder, enterprises and international partners to develop and improve measures to tackle economic sabotage and espionage. The Federal Government is driving forward the National Economic Security Strategy and the corresponding action plans.

» The Federal Government is working at national, international and EU level to tighten existing measures to combat financial crime and money laundering and create supplementary measures where appropriate to identify financial flows in the area of organised crime more effectively and further close gaps in finding criminally acquired money and assets. We are doing this not least within the context of the Financial Action Task Force (FATF). We are thereby helping to ensure that criminals cannot use their illegally gained assets and that these are taken from them.

» At national level, the Federal Government will bolster the strategy to tackle financial crime and money laundering, both organisationally and with personnel. In order to effectively combat money laundering, competences will be evaluated and the recommendations from the FATF Mutual Evaluation Report on Germany rapidly incorporated into German law where necessary.

» The Federal Government is continuing the close cooperation within the G7 on economic resilience and security.

Protecting and promoting technology and innovation

The freedom of science, research and teaching is an expression of our free democratic order. Germany's security and prosperity are closely intertwined with our capacities for technological innovation and our industrial skills. The Federal Government will intensify its efforts to specifically promote research and development and thereby also protect these fields from illegitimate interference. Key technologies are increasingly a tool and driving force behind global political and economic competition. The Federal Government will increase its skills in evaluating these technologies and developing key scientific and technological competences and boost its engagement in setting technological norms and standards, particularly within the context of the EU.

Attaining technological and digital sovereignty requires a targeted selection process, knowledge development and dissemination, definition of a framework, resource mobilisation and market development for strategic lines of technology, which will in future play a key role for business and society. Here, technological research and innovation, with the aim of transfers and market launches, play a central role in preparing for the future and eliminating one-sided dependencies.

At European level the Federal Government will work to encourage greater investment in digital technologies. Within the EU we will continue to work towards strengthening the legal framework for the development and use of new technologies. We will drive forward the standardisation of key technologies and work towards increasing design and production capacities for highly innovative technologies.

» The Federal Government is improving digital infrastructure, not least by expanding fibre optic connections and high-speed mobile networks.

» The Federal Government is pursuing the goal of developing and consolidating regulations for new technological spheres in cooperation with state and civil society partners.

» The Federal Government will assess which key technologies require national and European capabilities to protect our technological and digital sovereignty. The Federal Government will specifically support providers of key critical technology, for example through state anchor contracts, in order to maintain and build on its own research and development capabilities in critical technologies.

A high innovative power is crucial for our resilience and competitiveness, which is why we consider technological and digital sovereignty to be an essential component of Integrated Security. This sovereignty allows us to use and help shape key technologies internationally in line with our values. In order to maintain and expand this ability, the Federal Government will focus specifically on promoting science, research and the introduction of technology and digital applications onto the market. The Federal Government will improve its digital infrastructure and support the Länder and enterprises through relevant programmes.



The Federal Government specifically promotes research into, and the introduction of, new technologies.

» The Federal Government will continue to use the tool of investment screening to reduce the risks for security of supply, prevent dependencies with regard to critical infrastructure and counter the problematic transfer of sensitive technologies.

» Furthermore, the Federal Agency for Disruptive Innovation (SPRIND) will be strengthened and developed further. The Federal Government intends to promote applied research and transfer in order to establish and strengthen regional and cross-regional innovation ecosystems. To this end, we will set up the German Agency for Transfer and Innovation (DATI).

» Our economic innovative capacity also demands a sufficient number of skilled workers. The Federal Government will invest in education and further training and, at the same time, facilitate targeted migration by means of an intelligent recruitment policy.

Protection against threats from cyberspace

As a leading nation in the field of technology and thanks to our globally minded, knowledge-based society, we will seize the opportunities that digital transformation opens up for our private sector, our scientific community, our society and the state. A free internet allows the global exchange of ideas and information and can be a driving force for democratic movements in autocratic states. Within the framework of our cyber foreign policy we are therefore committed to global compliance with human rights standards in the regulation of cyberspace, including the protection of privacy, freedom of opinion and the right to encryption.

Companies and civil society must enhance their risk awareness, assume responsibility for their cybersecurity and build the necessary capabilities, also with a view to being properly prepared and able to help themselves. In a crisis situation, cyberattacks on critical infrastructure and enterprises that are particularly in the public interest can rapidly pose an existential threat. Here, we must ensure that the highest level of protection is in place. For this reason, when implementing the EU NIS2 Directive on cybersecurity, we will focus particularly on improving cooperation between authorities and thereby make an important contribution to the level of cybersecurity in the EU. We will effectively combat the serious threat posed by cybercrime, particularly the main threat of ransomware.

Cybersecurity is inseparably linked to our digital sovereignty. We will seek to meet this challenge through both our targeted promotion of technologies and our further development of the respective security standards. To this end, the Federal Government will also boost cooperation with the industry in the relevant international bodies. We are continuing to focus our cybersecurity research on technological revolutions, such as artificial intelligence, quantum computing, quantum cryptography and speech recognition. The Federal Government is researching current and future challenges in IT security research through the research framework programme Digital.Souverän.Sicher (Digital.Sovereign.Secure).

Germany will not accept rule-breaking or aggressive conduct on the part of cyber actors. Whenever possible, the Federal Government will work to find and name the perpetrators of cyberattacks – through attribution at national level and in coordination with EU partners, our NATO allies and

> The Federal Government defines cybersecurity as a task to be shared by the state, the business and research sectors and society as a whole. Considering the significance of the digital sphere, cybersecurity is a key building block of Integrated Security. We will continue to develop our cybersecurity architecture, pursue the targeted promotion of technologies and intensify cooperation with business. Furthermore, we will strengthen our capabilities to defend against cyberattacks and we will, by expanding and using our cyber diplomacy network, enhance security in cyberspace. In the regulation of cyberspace, we are committed to global compliance with human rights standards.



In our increasingly digitally connected society, the security of our IT systems is becoming ever more important.

other affected countries – and then take specific action against them in the form of sanctions.

As a globally interconnected country, we depend not only on our own ability to confront the increasing number of cyberattacks, but also on that of our partners. Within the framework of proactive cyber diplomacy efforts we are therefore placing a new focus on capacity-building with partners with whom we cooperate to uncover breaches of rules and hold destructive actors to account. We will develop capabilities for providing cyber first aid for partners and allies affected by massive cyberattacks and channel them into NATO's planned virtual cyber capability, as well as into corresponding EU instruments. Maintaining close liaison, particularly within the EU, NATO and the G7 or through the International Counter Ransomware Initiative, on the activities of aggressive cyber actors strengthens our ability to prevent and react to incidents. We are also seeking to cooperate with technology firms and are establishing platforms for coordinating immediate response to cyberattacks and for developing long-term capabilities involving both state and private-sector actors.

Our cybersecurity architecture is being further developed with a view to establishing resilience throughout our state institutions and guaranteeing the state's ability to act so that our responsiveness and robustness are ensured at all times in cyberspace, too. With this in mind, we will improve cooperation between state institutions in the spheres of cybersecurity and criminal prosecution, as well as between intelligence services,

diplomacy and the military on defending against cyberattacks in line with the concept of Integrated Security.

» The Federal Government will continue to develop its cybersecurity strategy and thereby also bolster the cybersecurity of the federal administration across the board.

» The Federal Government will arrange for all relevant stakeholders to contribute to a comprehensive cyber situational awareness picture. The information it contains will be analysed and evaluated from a national perspective. To this end, the Federal Government will specifically improve the reconnaissance and early warning capabilities of the authorities and institutions concerned, particularly the intelligence services. The coordination function necessary for the situational awareness picture will initially be set up in the National Cyber Response Centre.

» The national capacity to coordinate damage repair and restoration measures for affected systems in the event of a crisis will be expanded.

» Based on joint cyber situational awareness, the Federal Government will maintain readiness in its day-to-day operations by developing flexible coordination and decision-making procedures that can be activated in times of crisis.

» The Federal Government will consistently expand the federal administrative authorities' interministerial high-security communication and information systems, including those of the ministries and organisations with security responsibilities and the Bundeswehr, with a view to enabling the swift exchange of confidential information, including during crisis situations around the world.

» The Federal Government will make the Federal Office for Information Security more autonomous and transform it into a central hub for the combined efforts of the federal level and the Länder, thereby also strengthening situational awareness in the context of information security as part of the national cyber situational awareness picture. We will facilitate lasting institution-based cooperation with the Länder and will include mutual briefings, information-sharing and providing advice, support and assistance.

» The Federal Government wants to establish information channels between enterprises that provide critical infrastructure and the situation centre of the Federal Office for Information Security (BSI), and look into setting up Computer Emergency Response Teams (CERTs) for specific sectors. We will support investment in cybersecurity and the formation of rapid response teams by operators of critical infrastructure.

» The Federal Government can prevent attacks through our ability to check system-critical components in our communication networks. For this purpose, we will, among other things, strengthen the Federal Office for Information Security (BSI). We will swiftly conduct an assessment of the effectiveness of our previous ability to carry out checks and, if needed, implement the respective legislation.

» The Cyberagency will be expanded so it can promote technologies in a targeted manner and help maintain digital sovereignty in cyberspace.

» The Federal Government will strengthen the federal administrative authorities' information security management system and establish a centre of excellence to provide operational advice on security-related issues.

» The Federal Government's capacities for data analysis will be enlarged, including for high-security data. At the same time, the Federal Government will further improve its high-security lines of communication with partner countries. To make sure that the Federal Government maintains its ability to act in times of crisis, we will make available several IT infrastructures that are independent of one another.

» We must be able to identify aggressive cyber activities early on, as well as swiftly defend against attacks as they occur. The Federal Government therefore aims to broaden the legal basis to enable a swift, all-of-government response in cyberspace so as to effectively counter any general threats that may arise, with clearly defined responsibilities. To this end, the Federal Government aims particularly to create a competence at the federal level for defending against severe cyberattacks originating within Germany and abroad through an amendment of the *Grundgesetz* (Basic Law).

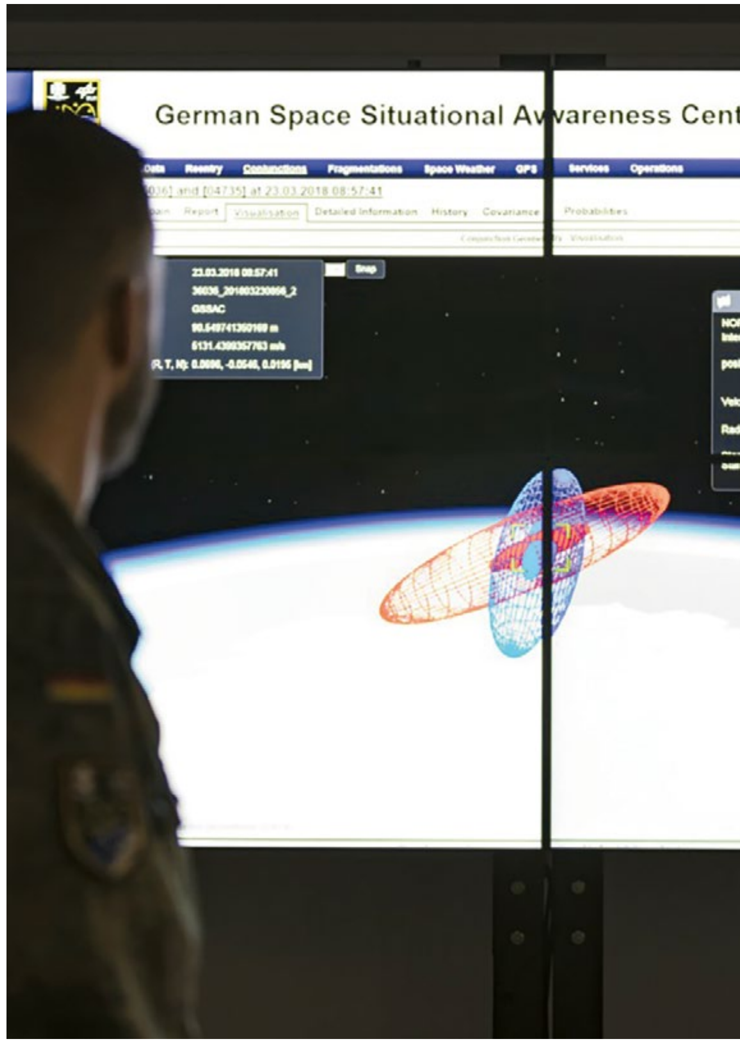
» The Federal Government will examine what capabilities and legal authority it requires to defend against threats in cyberspace – including for an ongoing or imminent cyberattack – while respecting the principle of proportionality; it will also develop standards for their use, while meeting our obligations under international law and respecting the norms of responsible state behaviour in cyberspace. We fundamentally reject the idea of using hack-backs as a means of cyber defence.

» The Federal Government will build on the existing cooperation framework with trustworthy stakeholders from the private sector to safeguard defence, prevention, responsiveness and recovery in the case of security incidents.

Outer space

Only by acting together with our partners will we be able to find satisfactory answers for most issues related to space security. For us, the EU and NATO provide key frameworks for these efforts, as well as our close cooperation with other space-faring partner countries. We will make satellite communication, navigation and earth observation data more resilient, both in space and

For several years now, outer space has become an ever more important part of our security. The safe use of space, especially in the form of satellite communications and navigation as well as earth observation satellites, has become indispensable for many spheres of civilian life. At the same time, the military use of space has become increasingly significant for modern armed forces. The Federal Government will therefore place a stronger focus on space as a strategic dimension and expand its capabilities in this domain.



At the German Space Situational Awareness Centre in Uedem, the Bundeswehr and the German Aerospace Center (DLR) jointly protect civilian and military systems in space.

on the ground, through space infrastructure and ground stations, because it is on these that our critical infrastructure, our diplomatic missions abroad and our armed forces depend. Wherever we can, we will make preparations so that we can rapidly replace systems that have failed; we will also keep alternatives ready that can take the place of space-based data links.

Outer space is not a rules-free area. Germany is therefore working to strengthen and further develop the rules-based order in space based on international law. To mitigate the risks of escalation and conflict, we are seeking the establishment of internationally recognised principles of responsible behaviour in space. Germany is a role model with its voluntary commitment not to conduct any destructive anti-satellite tests with ground-based, air-based or sea-based anti-satellite missiles.

» The first step for protecting against space threats is to be able to recognise and attribute these very threats. The Federal Government considers the establishment of space situational awareness to be a joint civilian-military task and will set up a network of sensors spanning the globe in cooperation with international partners.

» The Federal Government will expand the Space Situational Awareness Centre. To enable appropriate response to incidents in space, we will also strengthen and further develop our interministerial assessment and decision-making mechanisms.

» For this purpose, the Federal Government will draw up a space security strategy setting down future strands of action for protection and defence in space as well as on measures to boost national resilience and describing ways to use space to strengthen military capability.

» The Federal Government will involve research institutions and private stakeholders more closely in our space security architecture.

Sustainable: Safeguarding our natural resources

Limiting, adapting and protecting: the climate crisis, biodiversity and ecosystems

Global climate, environmental, food and resource policy is security policy. Germany's efforts will therefore be guided by the 2030 Agenda for Sustainable Development and its Sustainable Development Goals, as well as by the international agreements on the climate, the environment and food. These include the United Nations Framework Convention on Climate Change (UNFCCC), the Paris Agreement, the UN Convention on Biological Diversity and the UN Convention to Combat Desertification, the voluntary commitments and recommendations agreed at the UN Food Systems Summit, the guidelines and recommendations of the UN Committee on World Food Security and the European Green Deal, as well as our European and national climate and environmental goals. For action by the Federal Government, prevention is of overriding importance, since early action saves lives.

The climate process of the United Nations (UNFCCC) remains absolutely essential for progress on global climate protection. It must be accompanied by more flexible forums and instruments. The Federal Government believes that climate and transformation partnerships are key to finding equitable solutions that are tailored to specific countries.

Limiting global warming to 1.5°C, as enshrined in the Paris Agreement, is a national and international goal of the Federal Government. Breaching this limit would jeopardise our ability to live in security and prosperity, both in Germany and around the world, in the medium and long term.

Fighting the climate crisis and dealing with its consequences is humanity's central task in this century. Our foremost aim must be to drastically reduce global emissions, which are currently still on the rise: we must achieve results, and do so urgently. At the same time, we must pursue adaptation strategies that limit the impacts of the climate crisis, so as to protect both people and natural spaces. We require equally great dynamism to overcome the biodiversity and ecosystem crisis.

Investment on a massive scale is required globally to fund efforts to accomplish an ecological transformation and to make the necessary adaptations to the climate crisis. International climate funding is therefore essential if this is to succeed. The Federal Government is prepared to keep making substantial contributions in this regard, beyond its current commitments and especially for the period after 2025. At international level, we remain proponents of increased support for the affected countries and continue to press for also raising more private capital for climate finance. When it comes to dealing with loss and damage and to protecting particularly vulnerable developing countries, we are actively striving to rapidly operationalise the respective funding mechanisms. To this end, we are working on ambitious implementation of the Global Shield against Climate Risks, a joint initiative of the G7 and the Vulnerable Twenty (V20) Group.



The Federal Government is successfully advocating for funding mechanisms that are designed to help those people who are most severely affected by climate-related damage.

Women, children and vulnerable population groups are often strongly affected by the impacts of the climate crisis. This is why special attention must be given to them when working to limit the impacts of the climate crisis. The need to cooperate at regional and international level to protect our natural resources also creates opportunities for engaging in intergovernmental confidence-building and conflict prevention. We also need to seize the opportunities that are inherent in the global hydrogen economy that must now be built up.

Facing down the crisis of biodiversity and ecosystems requires, at the very least, an equally strong movement at international level as that formed to tackle the climate crisis. As negotiations continue in connection with the UN Convention on Biological Diversity, the Federal Government will therefore press for transparent, effective and swift implementation of the respective necessary measures. In this regard, balancing interests and resolving financial issues will be especially important. Germany will help drive forward efforts to this end.

The Federal Government is seeking at both national and international level to implement the Kunming-Montreal Global Biodiversity Framework. The targets it contains – ensuring effective protection of at least 30 % of the world's land and sea and restoring at least 30 % of damaged natural spaces – provide a central basis for the long-term preservation of our planet's natural resources.



Pupils in Pristina learn how solar technology can be used to address the climate crisis.

Our global resources crisis requires a response on the part of all countries. The Federal Government therefore aims to find global and ambitious solutions. This includes a dialogue with all relevant actors. An openness to all technological possibilities makes it possible to ensure freedom of action, for us and for coming generations.

» The Federal Government will step up its national, European and international engagement with a view to limiting the impact of the climate crisis. To help achieve this, we will meet our reduction targets for greenhouse gas emissions, contribute to suitable international climate finance mechanisms, and take action to fight and mitigate the consequences of the climate crisis.

» The Federal Government will play its part with a view to making Europe the first climate-neutral continent and expanding the EU's climate-diplomacy activities.

» The Federal Government is seeking to ensure that the EU implements and further develops the European Green Deal with commitment, resolutely tackling together the climate crisis, species loss, pollution and the loss of natural resources as a security risk.

» The Federal Government will draw up its first strategy on climate diplomacy to define its fields of action, aims and priorities in this policy sphere and to renew and expand its cooperative partnerships for tackling the climate crisis.

» By establishing and systematically developing an open and cooperative international Climate Club, the Federal Government will create additional incentives for decarbonisation and

raise the level of ambition, which in turn will enhance competitiveness in the participating economies by accelerating transformation with regard to technologies of the future.

» The Federal Government will make the climate crisis a fixed item on the agenda of the security agencies at federal level, as well as of regional and global security agencies, and enhance their capabilities to systematically respond to climate-security risks.

» To improve our ability to assess the impact of the climate crisis on our national security and then arrive at informed choices of action, the Federal Government will commission a study from leading academic institutions in cooperation with the Federal Intelligence Service.

» In keeping with its feminist foreign and development policy, the Federal Government is committed to increasing the impact of women in climate policymaking. In the sphere of climate action and when dealing with the climate crisis, we are committed to finding solutions that strongly take into account the needs and rights of women and marginalised groups.

» At national level, the Federal Government is seeking to adopt climate change adaptation legislation and will develop a new climate adaptation strategy with measurable targets.

» The Federal Government will ensure that the appropriate action we are taking in the short term to secure our energy supplies is in harmony with our medium and long-term climate protection targets.



The impact of the climate crisis on people and the planet has become especially clear in recent years all around the globe – including in Germany.

» The Federal Government will use its programme of action for nature-based solutions to climate change in a targeted fashion to develop synergies between climate action and ecosystem protection. This includes measures that directly protect, strengthen and restore natural ecosystems. Forests and sustainable forest management play an important role with a view to achieving climate protection targets and preserving biodiversity.

» Building on the National Water Strategy, the Federal Government will secure and protect water resources. In addition to pursuing adaptation to deal with long dry spells, the strategy enhances the protection of our drinking water. Together

with the Länder, the Federal Government is working to implement the water strategy.

» We will advance the circular economy and resource efficiency by promoting these goals in all of the relevant sectors. In this way, we will reduce the climate impacts caused by the use of materials, protect biodiversity, fight environmental pollution and improve how we handle chemicals.

» The Federal Government is committed to a binding and ambitious UN agreement to end plastic pollution, as well as for safe and sustainable international chemicals management through new rules updating the Strategic Approach to International Chemicals Management.

» To safeguard and improve biodiversity, the Federal Government will update the National Strategy on Biological Diversity and will swiftly implement the EU's Biodiversity Strategy, the forthcoming EU regulation on nature restoration and the G7's 2030 Nature Compact.

» The Federal Government will soon ratify the High Seas Treaty of the United Nations.

Strengthening global food security

In future, the climate crisis will pose a particular threat to global food security. It imperils the human right to food. The Federal Government is therefore promoting the transition to sustainable and resilient agricultural and food systems. The aim must be to act in concert with partners around the world to achieve Sustainable Development Goal No. 2 – Zero Hunger – of the Agenda for Sustainable Development by 2030. The Global Alliance for Food Security that was established during Germany's G7 Presidency in 2022 is intended to serve as a platform for the future coordination of support towards this goal.

Disadvantaged and vulnerable population groups are the focus of our international engagement for food security. The Federal Government supports partner governments around the world as they work to make the right to food a yardstick for their actions and to restructure their agriculture in a sustainable way. In this context, we will pay special attention to people in crisis and conflict situations.

To make agricultural and food systems more sustainable and more resilient, all actors must work together through an integrated approach that comprises various sectors, such as agriculture, nutrition, the environment, energy and health. What is also needed is improved global governance of agricultural and food systems, in particular of the UN Food and Agriculture Organization and of the Committee on World Food Security. In this way, several objectives can be met: an agricultural sector that produces nutritious food while generating lower levels of greenhouse

> The implementation of the human right to adequate food is a guiding principle for the Federal Government's activities. Food insecurity and inadequate nutrition impair people's health. It also adversely affects development policy, inflicts economic damage and destabilises entire societies – with the effects also being felt in Germany.



The Federal Government is promoting the transformation to sustainable and resilient agricultural and food systems.

gases and protecting biodiversity. At the same time, climate action helps secure production and realise the right to food, first and foremost for particularly affected small-scale farmers. Another aim of sustainable restructuring is to make local and regional agricultural and food systems less likely to be impacted by global crises and conflicts and – by adapting them in a better way to the climate crisis – to ensure that they can make a greater contribution to the local population's food security. In order that these efforts do not give rise to protectionism, which in turn would lead to food shortages, the Federal Government is more strongly advocating for fair trade and the removal of trade restrictions, including non-tariff trade barriers in global agricultural markets. This includes the realignment of supply chains, expanding sustainable and regional food production and reducing post-harvest losses.

» The implementation of a human right to food is and will remain a guiding principle for the Federal Government's activities. To reach this goal, the Federal Government will remain committed to further improving the global food security architecture and will assume a leading role at international level in cooperation with our partners.

» Through our national agricultural policy, the Federal Government will take targeted action that will not distort trade; at the same time, we will work to move forward the reform process of the common agricultural policy of the EU, which must be in compliance with competition rules. In the framework of the WTO negotiations, we are also seeking to limit trade-distorting subsidies.

- » The Federal Government has joined the Zero Hunger Coalition and will keep its expenditure in the sphere of global food security in line with the priorities that have been defined in this context. We will also work to ensure that all participants in the Agricultural Market Information System of the G20 co-finance the system, as well as make available data on their agricultural production and stockpiles.

- » Moreover, the Federal Government is working to have export restrictions that could negatively impact global food prices either dropped or for them to exempt purchases by the UN World Food Programme. We also want to increase the cultivation of plant-based protein as well as the use of regional nutrient cycles in the G7 and the EU.

- » The Federal Government actively supports the strengthening of international agricultural research. We are therefore pursuing cooperation with actors of the agricultural innovation system and small-scale farmers in partner countries, so as to promote new technologies and management practices to create a sustainable, climate-friendly and biodiverse agricultural sector that prioritises local communities. We will also support the establishment of research cooperation projects to improve the global food supply that will involve agricultural and nutrition research institutions in partner countries and in Germany.

- » The Federal Government will enhance the framework conditions for plant breeding research. We will, among other things, promote the breeding of climate-proof, locally adapted, hardy and high-yield strains. Germany can take a leading role in Europe in this field of research. We will also focus on opportunities and risks presented by new breeding techniques, such as CRISPR/Cas.

- » Both our short-term emergency-aid measures and medium-term assistance will be designed to contribute to the long-term transition to sustainable agricultural and food systems. These should promote local and sustainable production within integrated systems, and diversify the range of crops that are planted, thereby reducing dependence on imports.

- » The Federal Government aims to further expand its support for the World Food Programme and other humanitarian actors.
  The Federal Government is also seeking to strengthen support for the Food and Agriculture Organization and the Committee on World Food Security, with the ultimate aim of transforming food systems.



The global prevention of, and swift reaction to, pandemics is also key to guaranteeing human security.

Improving global pandemic prevention

The COVID-19 pandemic clearly demonstrated the vulnerability of all countries and of international exchange in general. To effectively prevent pandemics, the Federal Government is pursuing a holistic One Health approach that harnesses the close ties and interrelationships between the health of humans, animals and the environment. To this end, the Federal Government will support its partner countries around the world in their efforts to prevent pandemics, build inclusive, digital and resilient national healthcare systems and provide primary health care, as well as contribute expertise to the international organisations that are pursuing the One Health approach.

At the same time, we will enhance our national resilience by ensuring we can provide

The global prevention of, and swift reaction to, pandemics is key to guaranteeing human security. Pandemic preparedness and response are therefore also security-policy tasks. A lack of healthcare considerably limits effective measures to prevent pandemics and exacerbates problems such as poverty, hunger and a lack of development. In an interconnected world, pandemic preparedness must be conducted at global scale. The Federal Government will therefore further strengthen its international endeavours in this field. We will intensify our efforts to prepare for and respond to future pandemics, expand the global health architecture and enhance early warning systems.

medical care throughout Germany and maintain our supply chains in the long term. To achieve this, we must avoid dependencies, in particular by diversifying our imports, maintaining and expanding national and European production capacities for critical items such as medicinal and precursor products, as well as products for the healthcare sector.

Moreover, we want to improve our ability to detect risks associated with pandemics and zoonotic diseases at an early stage, as well as invest in security-related research and development. We will also enhance our ability to respond to requests for assistance by other countries, not least our European neighbours, through improved coordination structures in the Federal Government and close exchange within the EU. We will also promote the training of special experts in the detection of, and response to, outbreaks.

At European level, the Federal Government will also work for greater coordination of measures to prepare for and respond to future pandemics, in particular through the EU4Health programme, the Health Emergency Preparedness and Response Authority (HERA) and in the context of the EU Global Health Strategy.

» The Federal Government will drive forward implementation of the Pact for Pandemic Readiness that was adopted during Germany's G7 Presidency in 2022.

» The Federal Government will work to strengthen the WHO, including its budget, within the framework of the UN System.

» The Federal Government supports the WHO Hub for Pandemic and Epidemic Intelligence that was recently established in Berlin for the purpose of gathering information centrally so that pandemic-related data can be analysed and used more swiftly and effectively.

» In close coordination with the WHO, the Federal Government is working to have key elements of the ACT-A initiative for fighting the COVID-19 pandemic integrated into a global health architecture, so that the international community can more swiftly and effectively respond to future health risks and so that fair worldwide access to vaccines, medicines and medical products can be ensured.

» The Federal Government supports the new Financial Intermediary Fund for Pandemic Prevention of the World Bank. It will also campaign for more binding regulations under international law for dealing with pandemics, especially in connection with negotiations on the establishment of a new pandemic treaty and in the reform of the International Health Regulations.

Building Integrated Security together



To pursue a policy of Integrated Security, we will need to adapt our policies to new challenges.

Going beyond this, this Security Strategy is also intended to contribute to the further development of strategic culture in Germany and to be the starting point for societal debate. The Federal Government seeks to foster a solid understanding of Integrated Security throughout our society. The key aim will be to jointly identify what must be done to strengthen Germany's security and freedom, so that our country and its policies can be *wehrhaft* (robust), resilient and sustainable.

To this end, the Federal Government is in regular contact with the German Bundestag and the Länder on questions of national security and regarding the implementation of the National Security Strategy. It will also maintain an ongoing dialogue on these issues with the people of our country.

Because we all share responsibility for security in our country, and we all have something to contribute. Together we will actively shape our future – to become *wehrhaft* (robust), resilient and sustainable.

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